

Achievement of Market Friendly Initiatives and Results Program
(AMIR 2.0 Program)

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**Development of Border Risk Management,
Intelligence & Risk Management Capabilities**

Final Report

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This report, in three parts, was prepared by John Knott, John Howard and Michael Krstic, in collaboration with Chemonics International Inc. and TSG, prime contractors to the US Agency for International Development for the AMIR Project in Jordan.

It outlines the activities undertaken by the three consultants during their input covering the period 3 to 17 January 2003.

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Executive Summary

1 *Border Risk Management*

Jordan Customs undertakes the full range of customs import and export activities in respect to the processing of passengers, crew and cargo and mail at international airports, seaports and land borders. This task is carried out by approximately 2,100 customs officers in National Customs and 300 customs officers who work in the Aqaba Special Economic Zone.

The Jordan Customs Strategic Plan for 2001-2003 identifies eight pillars that provide guidance to the various directorates. Each pillar is explained in some detail in the Plan and a number of objectives are identified. There is a considerable amount of work still required if the goals are to be achieved during the life cycle of the current plan.

There is another factor that is having a significant impact on the border management responsibilities of Customs administrations. Since September 11, 2001 terrorist incidents in the United States and Indonesia have focused Customs administrations much more on border security and the need to work more closely with other agencies and countries in an effort to combat terrorism and provide assurances to Government on border integrity.

Jordan Customs is moving very rapidly in applying sophisticated technology at the border with new container x-ray and baggage x-ray systems being installed at critical border crossings throughout the country. It will be critical to underpin this new technology with sound application of border risk management methodologies. It is pointless installing expensive and sophisticated technology if the target selection process and examination skills of the frontline officers is not equal to world's best practice.

It is the intention of this project to provide the border management methodology, operational capability assessment and technical training advice to ensure that Jordan Customs becomes an effective and modern customs administration consistent with the guidelines laid down in the Kyoto Convention.

2 *Intelligence*

Subsequent to conception planning and current capability assessment, the Development of an Intelligence Capability Program Scope Definition 2002 Report was compiled in October 2002.

The findings revealed varying degrees of intelligence activity being practiced in Jordan Customs and limited risk management being applied within the ASYCUDA1 system.

¹ ASYCUDA – UNCTAD system for use by Customs administrations to facilitate trade.

But there is no current scope for integrating risk management and intelligence data management systems to improve effectiveness, efficiency and targeting.

The capability should provide strategic, operational and tactical support to selectivity criteria for compliance management systems, including ASYCUDA, the Data Seizure Collection System, System of Cases and other databases throughout Jordan.

3 *Risk Management*

The ongoing development of a risk management capability within Jordan Customs together with its association with the core business of Customs ie in targeting, profiling, and decision-making generally has been continued during this input. So too has the development of the concept of a training centre of excellence.

Some effort was directed at linking the activities of the Jordan Customs Modernisation Project (a component of the AMIR II Program), with the Centre of Excellence Program (also a component of AMIR II). The first of a series of workshops under this program was conducted and the area to receive attention early in the project is leadership and strategic planning. A follow-up with the participants of the Strategic Management and Leadership course conducted in August was done through a tutorial session. It is hoped that the graduates of this course will provide a focus on strategic management in the organisation through their specialist knowledge.

A number of workshops were planned and conducted that delivered strategic level plans – one being a strategic position for the development of intelligence capability. The relationships established earlier with JISM and Ministry of Agriculture through the Risk Management course delivered during August 2002, have been maintained, indeed strengthened. This is important because it helps to promote Jordan Customs as being a leader in the application of risk management in Government agencies.

In recognition of the importance and the impact this project will have on all staff, it was decided to publish a regular newsletter that will inform staff of progress and outcomes. It is also a means of giving advance notice of training that is pertinent to the project. A disciplined approach to managing the project within Jordan Customs is now in place with regular project implementation team meetings. The skills of the Project Implementation Team members will be enhanced with the offering of a three-day project management course in late February or early March.

The opportunity was taken to work for nearly two days with the consultant taking over the position formerly held by Mr Glenn Wood.

Summary of Recommendations

Recommendation 1

That attention be given in the short term to the organisational structure having in mind the strategic objectives of the organisation as well as the operational conditions and constraints. Further that every staff member is assisted to develop an understanding of the broader purpose and goals of the organisation and an understanding of how their particular effort contributes to national goals.

Recommendation 2

That a Border Management Committee be formed that is representative of all key areas and directorates that have border responsibilities

Recommendation 3

That the Border Management Committee develop and disseminate a comprehensive Terms of Reference so that various stakeholders understand the role of the committee. That it meets regularly and that it addresses both from a strategic and operational perspective all border related issues in an holistic way.

Recommendation 4

That a communication plan be developed which includes amongst other things a means of communicating to the staff at large the strategy and the approach in managing all key aspects of the border.

Recommendation 5

That the Jordan Customs Modernisation Project Implementation Team adopt the border management action plan as described.

Recommendation 6

That the Director General Jordan Customs write to the Chief Executive Officer Australia Customs Service (ACS) and request access to the intelligence database developed by the ACS for a Customs organisation that was of the similar size and complexity to Jordan Customs.

Recommendation 7

That a three-week Intelligence Analysts course be developed and delivered to Jordan Customs involving the officers selected for the Intelligence Unit as well as selected officers from key operational areas.

Recommendation 8

That the development of the intelligence capability continues as planned under the guidance of the consultant and against a strategic level plan that includes effective marketing and promotion of the proposed intelligence unit.

Recommendation 9

That the Jordan Customs Modernisation Project Implementation Team adopt the action plan (Intelligence) as described.

Recommendation 10

That a detailed three year project plan be prepared, based upon the findings and recommendations made by the Customs experts – that this plan be used to make ready the organisation for various inputs from experts. That a project managed approach be adopted and where necessary, Customs staff to be skilled in the methodology.

Recommendation 11

That a regular (approximately monthly) newsletter be prepared and disseminated including reports on the achievements and successes.

Recommendation 12

That where appropriate the Centre of Excellence Program and this project be aligned so that there is synergy between the two projects. That consideration be given to the involvement of the Centre of Excellence project team attending the Project Implementation Team meeting on a regular basis.

Recommendation 13

That with the assistance of the consultant, a small but specialised team be assembled as a Risk Management Co-ordination Unit (RMCU) with the specific task of developing the risk management capability within Jordan Customs.

Recommendation 14

That the relationship between Customs and JISM and Ministry of Agriculture be fostered through the provision of advice and support. The Team Leader to be kept informed.

Recommendation 15

That some input into planning for the study tours be made by this project to ensure the team is able to return with ideas about best practice Customs operations.

Recommendation 16

That the Customs Advisor meets with the consultant for three days to finalise a detailed three-year project plan.

Recommendation 17

That the Jordan Customs Modernisation Project Implementation Team adopt the action plan (Risk Management & Training) as described.

Detailed Report - General

The input from the three consultants, John Knott, Michael Krstic and John Howard, focused on follow-up from earlier input, ensuring that key people in the organisation were following through on the very wide range of issues. The key to success in this project is tied to three important things:

- 1 The establishment of good working relationship between the consultant and key people within Jordan Customs that is sustainable even when the consultant is not in Jordan;
- 2 Setting achievable tasks and milestones for the Customs to achieve;
- 3 Following through on subsequent visits so that achievements of quite significant outcomes can be demonstrated.

This implies of course effective project management including scoping and scheduling by the Customs advisor in consultation with the experts.

In order to assist the Customs to be better skilled in the area of project management, a three day course on Project Management followed by a one day Microsoft Project course will be run.

In addition, experts are required to mentor individuals or counterparts to ensure a good transfer of skills and knowledge.

Detailed Report Part 1: Border Risk Management

The Consultant is progressing work on developing border management expertise on a number of fronts.

At the strategic level the Consultant is promoting concepts and methodology with targeted senior Executives of Jordan Customs and promoting a range of border management and enforcement initiatives that are aligned with the Jordan Customs Strategic Plan and at the same time consistent with the guidelines set out in the Kyoto Convention.

At the operational level, the Consultant has visited a number of border crossings for detailed and exhaustive discussions with Directors and field operatives. The Consultant has developed a comprehensive border risk presentation that has been discussed with the relevant Directors and in due course will be delivered by members of the Risk Management Coordination Unit to all work areas in Jordan Customs (Attachment 1).

The objective of this Statement of Work was to continue the work of Customs Reform and Modernization (CRM) under AMIR 2.0 working with the Component leader.

The initial report by Consultants (Development and Integration of Risk Management, Intelligence and Investigation Capabilities within Jordan Customs) identified the agency was at the very earliest stages of applying risk management methodology and then only in a limited number of operational areas. The current visit allowed a more accurate assessment of the situation. This has revealed more issues that require attention if a lasting national border risk management strategy is to be successfully implemented by Jordan Customs.

Firstly there is an important issue relating to organizational structure. The current structure, it is suggested, may make it difficult to address the vast and varied nature of the work undertaken by customs; taking into account the geographic distribution of the agency offices and the range of challenges that confront Jordan Customs at the barrier. There are also some command and control issues that need to be addressed. The current model which may have served the organisation well over time needs to be reviewed and overhauled. Of particular importance is decision making in an operational environment. It is suggested that the strategic management courses and the manager development program be used as a means for strengthening the organisation's ability to maintain an effective operational structure over time.

Secondly there is little or no understanding of the national goals and objectives and therefore little evidence of them being effectively addressed in day to day operations. Very few frontline officers would have seen the Strategic Plan and if they have they are not able to identify where they or their work unit fits into the plan.

Recommendation 1

That attention be given in the short term to the organisational structure having in mind the strategic objectives of the organisation as well as the operational conditions and constraints. Further that every staff member is assisted to develop an understanding of the broader purpose and goals of the organisation and an understanding of how their particular effort contributes to the national goals.

A draft organizational chart is included in the report at Attachment 2 and at an opportune time will be discussed with senior Executives from Jordan Customs.

The draft organizational chart attempts to redress the lack of operational alignment in the current organizational structure. The Director-General of Jordan Customs has thirty-three (33) direct reports, made up of four (4) Deputy Director-Generals and the remainder; twenty-nine (29) are Directors. It has not clear from our discussions exactly how and why this structure evolved but the consultants are developing a number of recommendations that they will place before the Project Implementation Team (PIT) ² at their next meeting in late March 2003.

² The Project Implementation Team is a high level committee within Jordan Customs comprised mainly of officers from the Planning and International Directorate. It is responsible for a number of projects within Jordan Customs including the AMIR initiatives under the Customs Reform and Modernization project.

In the short term, the Consultant remains focused on developing broad awareness of the need to for a national border risk management strategy. The tools are being developed and exposed to people in key areas of the organization. The methodology is not unfamiliar to many of the Risk Management Directorate staff but assuming responsibility for rolling out the program across Jordan Customs has yet to find a home. In the meantime, the Consultant has developed, in consultation with the Director, Planning and International a strategy to assist with the prioritization and alignment of border management functions across Jordan Customs.

As identified in a September 2002 AMIR II report³, risk management, intelligence and investigation activities are in their infancy in Jordan Customs. Work is currently being undertaken to develop a national intelligence capability and system and is the subject of separate deliberations and effort.

This report has identified a number of issues for which related strategies will be developed to assist Jordan Customs to develop a national border risk strategy.

In the meantime, work on developing a national border risk strategy must go forward at the same time as the development of a national intelligence structure and system. It is extremely important that the operational arms of the organization drive and task the intelligence activity. The Intelligence Directorate must deliver product that is timely, professional and above requested by the user, whether that be the Director-General or staff in operational areas.

This report does not address the role of tactical, operational or strategic intelligence other than to reinforce that Jordan Customs will only be capable of delivering the vision and the outcomes sought by Government when the intelligence capability is established and fully integrated into the organization. Furthermore, Jordan Customs needs to have an effective intelligence capability if it is to successfully implement a national border strategy. Any successful border strategy will be underpinned by a coordinated approach to information management.

Jordan Customs does not currently have a national border management or operational strategy. The organization is made up of twenty-nine Directorates that have responsibility variously for land border crossings, air passengers, air cargo, sea passengers, sea cargo, postal and free zones across the country. These people have never met as a management group and do not appear to have regular contact on operational or corporate issues.

In the absence of a corporate priorities statement or similar document, the Consultants are continuing to facilitate workshops on intelligence, border management operations and risk management across Jordan. During this visit the consultants have held meetings with

³ "Development and Integration of Risk Management, Intelligence and Investigation Capabilities within Jordan Customs" Final Report, September 2002 (Howard, Krstic and Hoskin)

key players in the planning, intelligence, enforcement operations and risk management directorates in Amman, Aqaba and Jaber.

What has become increasingly apparent since the first assessment visit in August/September 2002 is the lack of a coordinated approach to border management. The organization does not have a single point of reference for policy formulation on border management and operations.

The Consultant is proposing the creation of a national Border Management Committee (BMC) and for this Committee to assume responsibility for all matters concerning the role of Jordan Customs at the border.

Given there are twenty-nine Directorates with responsibility for a range of border activities it has been suggested that Jordan Customs establish a Committee with senior representatives from the following seven work areas –

- Amman Customs House
- Jaber Customs
- Aqaba Customs
- Intelligence
- Passengers Airport
- Clearance Airport
- Enforcement

Initially, the role of the BMC will be to develop the concept of a national approach to activities at the border. This discussion will be facilitated by the consultants at the next meeting in late March 2003. Ultimately, it will be important to clearly articulate a vision and purpose statement for the BMC. The seven Directorates identified for membership represent all the major activities undertaken by Jordan Customs and are responsible for most of the border workload in Jordan.

For example, Jaber Customs processes the majority of trucks, buses and passenger vehicles coming into Jordan from Syria and countries beyond. It will be expected that Jaber Customs will represent the interests of other land border crossings where the collective volume of traffic is small. It is suggested that the Jaber Customs representative therefore will assume responsibility for engaging and representing all the other land border crossings as any policy developed must be applied consistently across the country. Amman Customs House processes the majority of customs declarations and Aqaba Customs handles all the sea cargo entering and departing the Kingdom.

Recommendation 2

That a Border Management Committee be formed that is representative of all key areas and directorates that have border responsibilities. That it meets regularly and that it addresses both from a strategic and operational perspective all border related issues in an holistic way.

Jaber Customs is also one of the crossings that have x-ray machines being installed to assist with examination of trucks, cars, buses and passengers. Two other locations, Aqaba⁴ and Karameh⁵ will also have x-ray capability. It is important for Jordan Customs to develop a sound risk management methodology so that examinations of containers and trucks are targeted to increase the likelihood of detection of prohibited goods. The Consultant understands that the x-ray machine will be used by all agencies operating at the border crossings. The Consultant understands that a Memorandum of Understanding is being developed on the use of the technology at the border crossing.

In time, the BMC will oversight the development and implementation of a national border strategy that will include a risk management strategy, communication and marketing plans. The consultant will conduct a workshop with representatives from the seven work areas in late March and one of the outcomes of this workshop will be the development of core elements for a border risk management and operations plan.

The consultant will also produce a communication and marketing plan as this is seen as vital to the long term success of the initiative. The consultant will also provide regular updates on progress for the Project Implementation Team newsletter.

It is extremely important from a corporate perspective that two things happen when the Director-General approves the establishment of the Border Management Committee. Firstly, the Border Management Committee must assume total responsibility for delivery of a national approach to the customs activities at the border. To achieve this goal the Border Management Committee must meet regularly (at least every two months), have a clear agenda for each meeting, keep minutes of each meeting including a list of actions required before the next meeting. A copy of the list of actions and the minutes should be circulated to the responsible senior Executive for information and possible decision.

Secondly, following the first meeting of the Border Management Committee it is suggested that a clear statement of purpose be developed and this document is signed off by the Director-General. It is important for the Director-General to endorse the model as there is an expectation that this senior group will ultimately be responsible for making some very significant decisions about how Jordan Customs conducts business at the border.

Recommendation 3

That the Border Management Committee develop and disseminate a comprehensive Terms of Reference so that various stakeholders understand the role of the committee.

⁴ Jordan's only seaport (on Red Sea)

⁵ Land border crossing with Iraq

The Consultant will develop a communication plan that includes a message from the Director-General to all Customs staff. Despite the existence of a Strategic Plan, Jordan Customs is currently a collection of individual and disparate work areas. There is no corporate commitment to the Strategic Plan as it was not developed by people who are responsible for the delivery of the outcome sought by Government from Customs.

The Consultant will also propose a way forward by developing a marketing plan for the Border management Committee. The Plan will include an overview of the current situation, an opportunity and issue analysis, a statement of objectives, a detailed marketing strategy, actions programs, a budget and a review mechanism.

Recommendation 4

That a communication plan be developed which includes amongst other things a means of communicating to the staff at large the strategy and the approach in managing all key aspects of the border.

In summary, for Jordan Customs to comply with the Kyoto Convention it must move to a more risk based approach to customs controls at the national border. Jordan Customs must adopt a more coordinated approach to border management and the creation of an empowered Border Management Committee will assist this process.

Representation on this Committee must be at the Director level and the Committee has to have the support of the Director-General of Customs. The short term role of the Committee will be to recognize the need for a coordinated approach to border management and operations.

In the medium term, the Committee will develop a national risk management plan and establish priorities for border operations. This will include involving other agencies that co-exist at the border and undertake similar tasks in respect to the same passengers and cargo. In the longer term, the Committee should be meeting with a view to providing high level advice to the Director-General and the Government on all border related activity. The basis of this advice will be the collective knowledge of a group of experienced and senior executives focused on border integrity and control. The Committee should also be directly tasking the new Intelligence Directorate.

The Consultant will continue to promote the Border Management Committee proposal with senior executives in Jordan Customs. At the March meeting of the Project Implementation Team a detailed explanatory memorandum, communication and marketing plans will be available for the consideration of the Committee.

A revised timetable has been developed for the implementation of the Border Risk Management and Operations Plan.

Proposed Action Plan

Task	Target Audience	Timeframe
Present Border Management Committee (BMC) proposal	Project Implementation Team	March 2003
Facilitate a workshop to develop strategic vision and goals	Border Management Committee	June 2003
Facilitate workshop to identify risks for National Border Risk Management Plan	Border Management Committee	June 2003
Develop selected border risk management plans	Jaber, Aqaba and Karamah	September 2003
Conduct skill/competency assessment for Risk Management staff	Risk Management, Training and Planning and Organization	September 2003
Develop competencies for Risk Management training personnel	Risk Management Directorate	September 2003
Provide and oversight training for Risk Management staff to conduct of workshops	Risk Management Directorate	January 2004
Risk Management Coordination Unit staff to conduct training session in operational areas	All Directorates	March 2004
Identify risk assessment courses/tools for use in operational areas	All Directorates	March 2004
Undertake review of Border Management Committee	Border Management Committee	June 2004
Review Directorate/Work Area plans	All Directorates	June 2004

Recommendation 5

That the Jordan Customs Modernisation Project Implementation Team adopt the action plan (Border) as described.

Detailed Report Part 2 – Intelligence Capability

Subsequent to the assessment during August 2002 of Jordan Customs's intelligence capability, a report entitled "Capability Program Scope Definition 2002" was compiled.

The findings identified that there were varying degrees of Intelligence activity being practiced in Jordan Customs and limited risk management being applied associated with the ASYCUDA⁶ system. But there is no current scope for integrating risk management and intelligence data management systems specifically for the purpose of improving effectiveness, efficiency and targeting.

The proposed capability should provide strategic, operational and tactical support and selectivity criteria for compliance management systems, including ASYCUDA, the Data Seizure Collection System, System of Cases and other databases throughout Jordan.

As part of the current input to which this report refers, there was follow up on the work commenced in August/September 2002. The requirements of this SOW include:

- 1 Continuance of Intelligence capability concepts and planning. This required addressing national co-ordination and integration, planning database implementation, analyst skilling, identification of analyst tools and design process documentation
- 2 Identify competency standards, conduct a training needs analysis and develop a schedule of education requirements
- 3 Identify specialist equipment where required
- 4 Identify and coordinate development of computer software
- 5 Assess and advise on networks and information exchange arrangements
- 6 Conduct awareness sessions and workshops where appropriate

A Summary of the Current Situation:

- 1 Jordan Customs Executive has endorsed the formation of a Jordanian Customs intelligence capability
- 2 Recruitment of staff will be finalised within about 2 months:
2 internal analysts, 2 liaison officers, 1 information officer and 1 Team Leader. The General Inspector (Abdul – Menem Khalaifat) will be responsible for the team

⁶ ASYCUDA – UNCTAD system for use by Customs administrations to facilitate trade.

- 3 An intelligence database will need to be developed. The 'off-the-shelf' options are limited but an Australian system developed for the Pacific Islands may be available if suitable, and Microsoft Access databases may suffice in the short-term. Other options also being considered including evaluation of a new sophisticated database being developed in early 2003 for use by revenue agencies in Australia.
- 4 Whilst databases and recruitment processes continue, an intelligence marketing plan requires development to expedite and facilitate information reporting, gathering and collation.
- 5 Other aspects requiring attention are database linkages to other systems (ASYCUDA, Cases, etc), access and disclosure, requests for information, tasking requests, national dissemination, national projects, targeting, X-Ray input, informants, Hotline information, strategic risk identification and reporting
- 6 It is suggested a 3 week intelligence analyst course be delivered in conjunction with Jordan Customs Training Center. This course can be delivered in Aqaba first (pending recruitment by National Customs) to ASEZA and National Customs staff to enhance intelligence capability in the region and provide invaluable input to the national system. This will be followed by another 3 week intelligence analysis course in Amman when recruitment and induction training for intelligence staff is complete (the course will service intelligence and other staff)

Recommendation 6

That the Director General Jordan Customs write to the Chief Executive Officer Australia Customs Service and request access to the intelligence database developed by the ACS for a Customs organisation that was of the similar size and complexity to Jordan Customs.

Recommendation 7

That a three-week Intelligence Analysts course be developed and delivered to Jordan Customs involving the officers selected for the Intelligence Unit as well as selected officers from key operational areas.

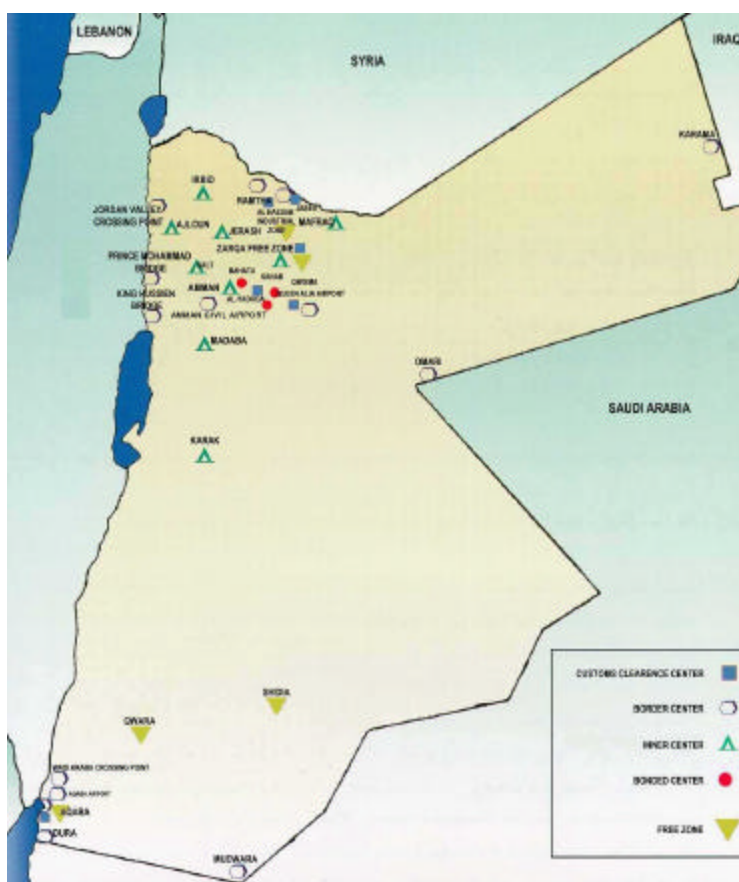
Recommendation 8

That the development of the intelligence capability continues as planned under the guidance of the consultant and against a strategic level plan that includes effective marketing and promotion of the proposed intelligence unit.

3 Site Visits Conducted during January Input

A broad range of sites and work areas were visited, consulted and briefed throughout Jordan, including the port of Aqaba National Customs and Aqaba Special Economic Zone Customs. Awareness sessions and briefings were delivered to all appropriate parties, including the Jordan Customs project Implementation Team and the Jordan Centre of Excellence program. Training and education concepts were also provided to the Jordan Customs training section.

Map of Jordan: Site Visits



Site Visits

Amman	Jordan Customs National Headquarters Jordan Customs Training Centre AMIR – Centre of Excellence Program
Aqaba	National Customs, ASEZA Customs Port of Aqaba Port Authority Egypt (Nawabeh) Ferry Terminal Container Terminal/X-Ray Facility
Jaber	Customs Border Post (with Syria)/X-Ray Facility

To further assist the development of a learning organization, senior executives from a number of key areas of Jordan Customs were briefed on implementation of the new Intelligence capability.

All approval processes were signed off in early January 2003 for Jordan Customs to resource an Intelligence function.

The consultant took into account the following:

AMIR Technical Proposal

AMIR 1.0 Final Report

AMIR Final Report Customs Transit Assessment July 2001⁷

AMIR Final Report Baseline Efficiency Study of Jordanian Customs 1998⁸

AMIR Final Report Establishment of a Centre of Excellence June 2002⁹

Kyoto Convention, General Annex Guidelines, Chapter 6

Kyoto Convention, Guidelines to Specific Annex H, Chapter 1,
Customs Offences

Kyoto Convention, Guidelines to Specific Annex E, Chapter 1,
Customs Transit

Customs Reform and Modernisation – Illustrative Work Plan V3

Ministry of Finance - Customs Department Strategic Plan 2001-2003

Ministry of Finance - Customs Department Training Plan 2002

Ministry of Finance of Customs Department – Training Plan 2002

Ministry of Finance of Customs Department – Strategic Plan 2001-2003

World Bank Appraisal Report February 1995¹⁰

The Hashemite Kingdom of Jordan Customs Law No.(20) 1998

Aqaba Technical Assistance Support Project, Audit Report,
Inspectional and Warehousing Facilities¹¹ March 2002

Arusha Declaration 1993

⁷ Author David Burrell

⁸ Author Bert C. Cunningham

⁹ Authors John Knott and Alan Wilson

¹⁰ Author Bert C. Cunningham

¹¹ Author Harry S. Marr

Proposed Action Plan (Intelligence)

Task	Target Audience	Timeframe
Identify and finalise competency standards and design intelligence training course	Project Implementation Team Planning & Organization General Inspector	March 2003
Finalise Business Plan for Jordan Intelligence capability	Planning & Organization General Inspector	March 2003
Finalise Jordan Customs Business Plan in context of ASEZA Customs	Commissioner, ASEZA Directors, ASEZA	March 2003
Conduct Intelligence Training Course in Aqaba	Commissioner ASEZA Directors, ASEZA ASEZA/Jordan Customs staff	March 2003
Continue evaluation and design of an Intelligence database for information collation and storage	Jordan Customs ASEZA Customs IT Director	April 2003
Develop Jordan Customs, ASEZA Customs Intelligence Marketing Plan	Project Implementation Team Jordan Customs ASEZA Customs	March/April 2003
Conduct Intelligence Training Course in Amman	Project Implementation Team Jordan Customs Training Center Jordan Customs analysts/staff	April/May/June 2003 (based on recruitment)
Continue evaluation, design and implementation of an Intelligence database	Project Implementation Team Jordan Customs ASEZA Customs	June – December 2003
Identify and introduce analyst tools and software, and arrange training in such	Project Implementation Team Jordan Customs ASEZA Customs	July – December 2003 Ongoing
Develop policies and procedures in regard to security, access, RFIs, etc	Jordan Customs ASEZA Customs	July – December 2003
Develop networking, liaison, information exchange (internal/External)	Jordan Customs ASEZA Customs Stakeholders	July 2003 – June 2004
Introduce strategic assessment capabilities	Jordan Customs ASEZA Customs	July 2003 – June 2004
Review and evaluate all systems, processes, tools	Jordan Customs ASEZA Customs	July 2003 – June 2004

Recommendation 9

That the Jordan Customs Modernisation Project Implementation Team adopt the action plan (Intelligence) as described.

Detailed Report Part 3 – Risk Management, Training

During previous inputs to this project, the consultant has been involved in:

- Establishing a framework for managing this component of the AMIR II program now known as The Jordan Customs Modernisation Project;
- Establishing a Project Implementation Team within Jordan Customs to ensure the expert input is properly integrated into operations;
- Developing a comprehensive project plan, schedule and responsibility assignment matrix;
- Integrating the various experts and their respective inputs;
- Developing a Risk Management capability in Jordan Customs;
- Establishing a training centre of Excellence
- Commencing a relationship with JISM and Department of Agriculture.

This input involved following through on a range of issues under the general headings outlined above. It was intended that three important strategic plans be produced:

- 1 the strategic intelligence plan – business plan
- 2 the strategic risk management plan
- 3 the strategic border plan

Item 1 was achieved and is described separately in this report.

Items 2 and 3 whilst discussed, were not achieved during this input because the Jordan Customs was not quite ready. Now that a Customs advisor has been appointed, and the internal Project Implementation Team is well established and is beginning to take some responsibility for actions, it is expected that the schedules and logistics prepared ahead of the input from the various experts ensures that the organisation is ready for the input.

The Jordan Customs Modernization Project

The consultant continues to strengthen the focus on the project ensuring that it is properly planned, scheduled and with responsibilities allocated. In recognition of the importance and the impact this project will have on all staff, it was decided to publish a regular newsletter that will inform staff of progress and outcomes. It is also a means of giving advance warning of training that is pertinent to the project. A disciplined approach to managing the project within Jordan Customs is now in place with regular project implementation team meetings. The skills of the Project Implementation Team members will be enhanced with the offering of a three-day project management course.

Recommendation 10

That a detailed three year project plan be prepared, based upon the findings and recommendations made by the Customs experts – that this plan be used to make ready the organisation for various inputs from experts. That a project managed approach be adopted and where necessary, Customs staff to be skilled in the methodology.

Recommendation 11

That a regular (approximately monthly) newsletter be prepared and disseminated including reports on the achievements and successes.

Centre of Excellence Project

Some effort was directed at linking the activities of the Jordan Customs Modernisation Project (a component of the AMIR II Program), with the Centre of Excellence Program (also a component of AMIR II). The first of a series of workshops under this program was conducted and the area to receive attention early in the project is leadership and strategic planning. It is expected that a retreat is soon to be held in order to develop a new strategic plan for Jordan Customs. It is expected that at least some of the graduates of the Strategic Management and Planning course will participate in the planning workshop.

Recommendation 12

That where appropriate the Centre of Excellence Program and this project be aligned so that there is synergy between the two projects. That consideration be given to the involvement of the Centre of Excellence project team attending the Project Implementation Team meeting on a regular basis.

Risk Management

There are a number of initiatives that have been floated with Jordan Customs during this visit that will impact on the implementation of a national border strategy. One is the suggestion that Jordan Customs establish a Risk Management Coordination Unit (RMCU). The role of the Unit will be to provide awareness sessions on risk management methodology and provide assistance to work areas in developing risk management work area plans. The current Risk Management Directorate is a tactical unit responsible for day to day decision making on declarations that are lodged through ASYCUDA. It is only the officers who work in the Unit and a small number of other officers who have attended risk management workshops that have any appreciation of the why risk management is so important to the long term success of the agency.

Once the RMCU is established it can be tasked by the Border Management Committee to undertake the awareness sessions and facilitate programmed implementation of border risk plans.

The ongoing development of Risk Management capability within Jordan Customs together with its association with the core business of Customs ie in targeting, profiling, and decision-making generally has been continued during this input. So too has the

development of the concept of a training centre of excellence. The relationships established earlier with JISM and Ministry of Agriculture through the Risk Management course delivered during August 2002, have been maintained, indeed strengthened. This is important because it helps to promote Jordan Customs as being a leader in the application of Risk Management in Government agencies. More work needs to be done within Jordan Customs to establish a Risk Management Coordination Unit. This small group would take responsibility for:

- ensuring that there would be a standard methodology for Jordan Customs;
- ensuring a standard set of definitions for likelihood, consequence and risk;
- ensuring that Risk Management planning is done at all levels;
- conducting training.

Recommendation 13

That with the assistance of the consultant, a small but specialised team be assembled as a Risk Management Co-ordination Unit (RMCU) with the specific task of developing the risk management capability within Jordan Customs.

Training Centre of Excellence

A strong relationship with the Jordan Customs Training Centre is being fostered by the various consultants so that any training requirements are coordinated by the Centre. It is intended that the Centre be strengthened to ensure that it plays its part in the modernisation of Jordan Customs through this project.

A particularly relevant observation made by the study group who visited Australia recently was that related to the model of training, education and professional development observed at the International Customs Centre in Canberra. It has been decided to model the Jordan Customs Training Centre on the centre observed in Australia and the consultant has embarked on a project to systematically develop a Competency Based Training and Assessment model together with a qualifications framework.

Relationship with JISM and Dept of Agriculture

In an earlier SOW there was a requirement to involve other agencies as appropriate in the development of Risk Management within their organisation and to be in a position to compare with each other the development of the method within their organisation. This was done for two reasons: one was to try and establish a whole-of-government approach to risk management, the other was to foster a strong working relationship between agencies who have a joint responsibility for the border. Representatives from JISM and the Department of Agriculture attended Risk Management training conducted by the consultant in August – September 2002. There has been ongoing mentoring of individuals in both agencies including follow-up during this input. Each has requested further support. JISM has also requested support in the establishment of intelligence

capability and will request two or three places on the scheduled Intelligence Analysts course.

Recommendation 14

That the relationship between Customs and JISM and Ministry of Agriculture be fostered through the provision of advice and support. The Team Leader to be kept informed.

ASEZA

The programs of organisational strengthening and capability development that are part of Jordan Customs Modernisation Project are also implemented in Aqaba in such a way as to address both National Customs requirements as well as the requirements of Customs and Revenue Commission in the ASEZ. The three consultants carried out a program of presentations over a two-day period to build capability generally and to review and comment upon risk management plans. The consultants also gathered important information on the container X-Ray machine that will be useful in preparing a strategic approach to the management of the border.

Future Overseas Study Teams

Since the earlier input to the Jordan Customs Modernisation Project by the consultants, a delegation of senior managers from Customs visited Australia on a study program to gather information – much of it highly relevant and useful to the project. Participants were able to view first-hand many of the concepts that are being introduced as part of the project and this experience is proving invaluable in moving the project forward.

The consultants recommend, and will provide support in establishing clear objectives for future study tours (a second is planned for Australia, a third for Malaysia and the postponed American tour is also planned to go ahead). For example the consultants strongly recommend a focus on training, education and professional development of Customs officers. By the time the next study tour is ready, there will be considerable input from the consultants to ensure the participants view best practice operations in the host countries. This will be of direct assistance to the Jordan Customs Modernisation Project.

Recommendation 15

That some input into planning for the study tours be made by this project to ensure the team is able to return with ideas about best practice Customs operations.

Briefing Customs Advisor

Some time, in fact the most part of two days was devoted to briefing the incoming Customs Advisor on the AMIR team, Mr John Lewis. It is recognised that the Jordan Customs Modernisation Project is moving into a new phase – one in which detailed planning, scheduling, delivery and follow-through is important. It is essential that the future input of various experts is well timed and properly integrated. In addition, the way

in which the project is being managed is designed to provide a model to those in Jordan Customs who are impacted by it.

Recommendation 16

That the Customs Advisor meet with the consultant for three days to finalise a detailed three-year project plan.

Proposed Action Plan (Risk Management and Training)

Task	Target Audience	Timeframe
Prepare a project management course for delivery	Project Implementation Team and other interested parties	February 2003
Prepare a document on the RMCU for consideration by the PIT and senior management	PIT Risk Management Directorate	March 2003
Assist ASEZA to develop a Risk Management capability	Two selected staff members	January through March 2003
Prepare information for February newsletter	All Jordan Customs All ASEZA Customs	Early February 2003
Provide JISM with a plan for the development of risk management and intelligence capability	JISM	February 2003
Make arrangements to meet with Customs Advisor in Australia to finalise Project Plan	Customs Advisor	February 2003
Provide Jordan Customs Training Centre with the study guide for Risk Management Awareness, Risk Management 1	Training centre	February 2003

Recommendation 17

That the Jordan Customs Modernisation Project Implementation Team adopt the action plan Risk Management & Training) as described.

Attachment 1: Overview of Border Risk Management Awareness Session

Introduction

- What is Risk?
- Relevance to Customs?
- Why Risk Management?
- Kyoto 2000 and Risk Management
- International Standards and Best Practice
- Relationship to Corporate Governance
- The Risk Management Process
- Benefits of Risk Management to Customs
- Managing Risk in A Customs Environment
- What are the Risks for Jordan Customs
- Risk Management in Jordan Customs
- Key messages for Customs managers
- A Way Forward
- A Look At The Future – Air Cargo

What is Risk?

- The possibility of danger, injury or loss (Webster's Dictionary)
- Personal
- Professional
- Organizational

Origin of Risk Management

- Insurance industry
- Acceptance of risk by individual corporations
- Expansion to private and public sectors

Why Do We Need Risk Management?

- To meet international conventions
- Globalization
- To meet the challenge of Increase in trading activity
- To help reduce the cost of regulation
- To help provide smaller, more efficient government
- Values and ethical standards
- To demonstrate responsibilities and accountabilities
- To meet new and unexpected risks – eg terrorism

Benefits of Risk Management for Customs

- By completing the risk management process you will know the threats and deficiencies and what should be your priority
- In following a process you will develop solutions to address the threats and deficiencies
- Involving staff in the process will provide ‘ownership’ and this will lead to more success
- More effective strategic planning on resourcing and training
- Increased effectiveness in identifying and stopping illegal goods
- A justifiable way to explain management decisions to the Executive and Government
- Improved access to information about the strengths and weaknesses of your controls
- Your program will allow for rapid change to new circumstances/threats
- Better utilization of resources to cover immediate operational needs

The World Customs Organization (WCO)/Kyoto 2000 and Jordan Customs

- Customs role in international trade
- Background to the Convention
- Revised General Annex
- Key elements
- Status of Jordan Customs

International Standards and Best Practice

- US and Australian/NZ Standards
- Best practice features
- International application

Corporate Governance and Risk Management

- Organizational capability
- Strategic plan
- National risk profile
- Customs Directorate risk plans
- Individual area plans
- Performance assessment

What are the risks for Customs?

- Obvious
- High level
- Agency level
- Work level

The Border Risk Management Process

- Flow chart

Key Messages

- Risks exist in every job and they need to be managed
- Everyone is responsible and accountable for managing their own risks
- Effective risk management is dependant on quality information
- Action taken to manage risk should be integrated with existing planning and operational processes
- Officers must be encouraged and supported to manage risk

A Practical Look At The Process – Air Cargo

- Objective
 - increase level and detection of unlawful activity
 - minimize the disruption to legitimate movement of goods
 - Provide efficient service to clients
 - Ensure staff are committed to high standards of professionalism, probity and performance

Establish the Context

- List of internal and external clients
- The environment – internal factors such as resources, technology, IT support, staff legislation and government priorities
- Internal strengths and weaknesses
- External influences, opportunities, threats and legislation

What are the Risks

- Failure to detect unlawful compliance
- Failure to identify cargo entering Jordan
- Failure to deliver priorities for our clients
- Delays in processing cargo
- Not enough staff to process the cargo
- Individual risks identified, what causes them and who will be affected by them.

Analyze, Evaluate and Prioritize

- Identify the risk – failure to detect goods – misdescription of goods
- Likelihood of this happening might be Moderate
- Consequence might be Very High if goods are weapons described as machine tools
- Priority might be Number 1.

- Each risk is worked through in the same way.

Possible Risk Treatments

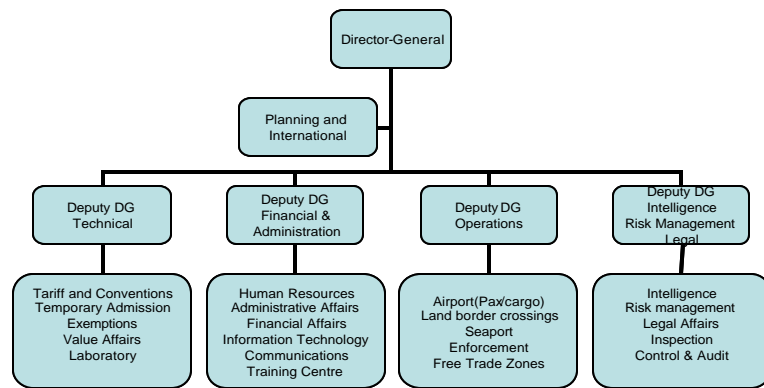
- Might be –
 - implement intelligence system
 - improved liaison with police/military
 - install x-ray machine at airport
 - use of an Ionscan machine
 - increase the number of physical examinations
 - access airline/express courier systems
 - pre-screen airwaybills
 - develop training package for airwaybill screeners

Attachment 2: Draft Jordan Customs Organization Chart*

Note:

This diagram is incomplete but serves to illustrate the important concept of reducing the number of managers reporting directly to the Director General. It illustrates an approach that assists the development of a strategic approach to the key areas of operation.

The discussion on organisational structure will continue.



Attachment 3: Jordan Customs Intelligence Business Plan

January 2003



Development of an Intelligence Capability

Consultant:

Michael KRSTIC

INDEX

Intelligence Business Plan

Development of Intelligence Capability:

Organizational Strengthening Project:

Preamble

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Broad Strategies

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Action Plan

Project Manager

Sign Offs

Appendix 1: Intel Capability Proposal

Appendix 2: Information Sources

Achievements and Future Scopes of Work

Development of an Intelligence Capability

Organizational Strengthening Project

1 Preamble

As part of the USAID-funded Access to Microfinance & Implementation policy Reform 2.0 (AMIR II 2.0) program, development of a national cross border crime strategy included application of international best practice at the strategic level. This strategy includes analysis of current relevant capacity and identification of a draft program of system implementation, resource skilling and determination of tools required to successfully implement an intelligence capability.

Program Name:	Client:
Capability Enhancement Program: Enforcement Intelligence Capability	Chemonics International Inc, The Services Group (TSG) and Jordan Customs
Proposed Budget:	Proposed Dates:
Not stated	Short term (1 year) and Long Term (3 years)

2 Executive Summary

The Intelligence capability has been endorsed and all aspects of system design, process implementation and management, skilling and introduction of analyst tools will need to be planned and implemented as a matter of urgency. The need for a centralised information system with access to all relevant stakeholders will greatly enhance effectiveness, strategic risk management and corporate planning.

The function will allow for better targeting and provide a leading-edge springboard in the region to reduce community and revenue risk, adopt national strategies to combat illegal activity and provide mechanisms to report outcomes.

It will provide the impetus for internal and external agencies to better coordinate activities and risk management. Analysis of referrals and self-generated material, both pro-actively and reactively, will maximise resources to the high risk priorities and ensure Jordan Customs (and associated agencies) will be well placed to achieve corporate objectives, goals and outcomes into the 21st century.

4 Program Goal

The focus of the intelligence strategic plan is based on the following understanding:

- The broad goal is to provide Jordan Customs with the capability to deliver a full range of Customs intelligence functions within Jordan, including the ASEZA Customs Zone, to establish the necessary working relationships with internal and external partners.

5 Program Objectives and Outcomes

In order to achieve the stated goal, the intelligence development project has achieved:

Primary:

- 1 Completed the concept analysis to identify an intelligence ‘best practice’ model for Jordan Customs
- 2 Briefed Jordan Customs on the preferred model and conducted awareness sessions on the system, processes, tools and skilling required
- 3 Assessed current compliance with Kyoto and other international standards and identified strategies for raising the standard of performance to meet the standards
- 4 Provided Chemonics/TSG with a comprehensive report on current findings and recommendations as to planning and implementing an international best practice strategic, operational and tactical model for an intelligence capability
- 5 Coordinated and linked to an organizational strengthening project, a professional development program and Centre of Excellence program to provide for the acquisition of the full range of skills and knowledge

Secondary:

- 6 To identify and develop internal and external networks
- 7 To provide access to consultancy services, training and staff development to all areas of Jordan Customs and business and service partners
- 8 To provide mechanisms for awareness of the capability including promotion of benefits to Jordan business, the public and create an environment any information relating to suspect activity is welcomed
- 9 Provide advice and assistance to relevant and interested stakeholders

6 Scope Statement

The Intelligence functions are designed to provide Jordan Customs with the capability to deliver the full range of intelligence services to customers, clients and stakeholders. The function will provide access to information and intelligence, dissemination of data, access to data, advice and assistance with research, conduct analysis, identify national risks, prioritise national risks, recommend national risk projects, provide strategic risk reports to senior management to allow for compliance and operational planning and provide input to risk management requirements.

7 Constraints

- Current resourcing: Jordan Customs has signed off on consultants recommendations to create an Intelligence capability. The first phase is recruitment of staff to resource the function. These are expected to be in place within 2 months.
- Resourcing Attributes: Jordan Customs to recruit suitable staff from internal or external sources
- Analyst skilling: Long term strategy. Initial education and experience
- Lack of awareness: Jordan Customs staff to understand the need for note-taking and completion of information reports
- Data Management: Lack of suitable data management systems. Development and evaluation of a suitable hardware and software (international systems and local databases, including Jordan Customs Data Seizure Collection System)
- Integration: Data management with other Customs computer systems
- Information Ownership: Staff retention and dissemination issues
- Risk Management: Inability to identify risk, violations, smuggling, suspicious activity
- Strategic Risk: No national focus on agreed strategic risk issues (integrated approaches)
- Networking: Lack of awareness of international enforcement networks, information and assistance
- Computerization: Inability to provide electronic lodgment of standard information reports
- Agreements: Lack of Mutual Assistance Agreement, MOUs, Service Level Agreements
- Officer incentive: Current scheme confliction of approaches – deal v refer
- Tools: Insufficient analytical tools (Analyst Notebook V5, Audit techniques, etc)

- Executive/Management: Commitment to expeditious implementation
- ASEZA Zone: Integrated/coordinated approach to risk management and alignment with national priorities

8 Assumptions

- Executive/management fully support the development and implementation of a professional and effective intelligence capability
- Jordan Customs is committed to adhering to Kyoto 2000 Convention and other international obligations
- Resources will be provided to expeditiously implement an intelligence capability
- Appropriate IT platforms will be designed and developed, including appropriate security requirements of information and access
- When fully operational and effective, Jordan Customs will share and exchange information and advice with external agencies
- Executive/Management will promote an information exchange and sharing philosophy with other Customs jurisdictions
- Customs will initiate development of MOUs with other agencies and Mutual Assistance Agreements with other countries
- Customs will not rely solely on ASYCUDA as the only risk assessment mechanism for targeting
- An expectation all Customs staff in Jordan will be information collectors
- Customs to promote a mechanism whereby the public and business fraternity will provide information relating to suspect activity and Customs violations

9 Related Projects

- Risk Management review and implementation
- Enforcement/Investigation Review and implementation
- Capability Enhancement program
- AMIR 2.0 project
- Centre of Excellence Program (King Abdullah II Awards)

10 Program Risks

The following risks to the project have been identified. They will be analysed, evaluated and treatments applied as the outcome of a more streamlined and effective approach emanates

External Impacts:

- Government focus may change
- Reluctance for Officers to accept change management principles
- Information overload, inability to deal (sort, prioritize, analyse)
- Lack of information

Failure to deliver goals:

- Inadequate management of the function
- Poor cooperation/integration from corporate, management and staff
- Inability to attract suitable staff to the function
- Inability to attract short-term experts to support capability development

Failure to deliver robust outcomes:

- Inadequate use of resources and partners
- Inadequate management of the project

Failure to achieve the desired level of ethics and integrity:

- Pressure by vested interests to not disclose information (internal and external)
- Lack of support from key stakeholders for a system of integrity

11 Broad Strategies

The following broad strategies will be adopted. The original scoping document has been ratified and accepted, and strategies will be expanded into a detailed schedule of work.

- 1 Establish an Intelligence manager responsible for outcomes
- 2 Identify a program champion
- 3 Implement the project:
 - Identify and recruit suitable staff
 - Identify, implement and link appropriate information technology systems
 - Conduct awareness sessions (intelligence, governance, business analysis, targeting, servicing, networking, interaction, agreements, information exchange, accountability, audit trails, request for information provisions, etc)
 - Conduct basic intelligence training (skilling, access, disclosure, law, regulations, information exchange requirements and limitations, joint analysis, security), including integrity and ethics training

- Conduct enhanced intelligence training (surveillance)
 - Identify system tools for adoption (Flowcharter, Analyst Notebook, ACL, basic accounting, etc)
 - Advise on provision for storage and dissemination of hard copy documentation
 - Advise on provision for encrypted message dissemination
 - Advise on provision for information hotlines (dob-ins, etc)
- 4 Establish a comprehensive communication plan to keep all stakeholders fully informed of all steps in the program
 - 5 Plan and implement the organizational strengthening project:
 - Identify the organizational structure, systems, procedures, tools and skills required
 - Procure systems, tools and resources
 - Acquire human resources and skill officers
 - 6 Plan and implement coordination with Jordan Customs and Aseza Customs:
 - Centralised information system with access and disclosure policies
 - Integrated ASYCUDA, System of Cases, FOXPRO, Data Seizure Collection System, other systems
 - Risk management, compliance management and enforcement
 - Assess against international and national benchmarks (Kyoto, Arusha, etc)
 - Ensure evaluation and feedback mechanisms in place
 - 7 Plan and implement the Professional Development Project:
 - Intelligence analysis competencies identified
 - Training modules to be delivered (in conjunction with Training Center)
 - 8 Plan and implement a program monitoring process
 - 9 Design and introduce a standard Information Report, Tasking Request, Information Requests to be lodged electronically or hard copy (facsimile, email, mail, etc)
 - 10 Design and introduce standard reports (strategic assessments, project initiation briefs, project management reports, national operation submissions, etc)

12 Quality Criteria

The following criteria will be used to guide the delivery of quality outcomes:

- The International Customs Center
- Total Customs Management (TCM) blueprint for Modern Customs Administration
- Kyoto 2000: Simplification and Harmonization of Customs Procedures
- General Agreement on Tariff & Trade (GATT)
- Arusha Declaration: Integrity and Ethics

The plan is motivated by a vision of partnership, initiative, effectiveness, resourcefulness, creativity, and empowerment. Through a synergy of efforts, dedicated drive, and an effective cooperation and an integrated approach to resourcing, Customs will ensure a dynamic, energetic, effective and professional capability the envy of partners and regional counterparts.

13 Action Plan

Target Indicators	Benchmark Year	2002	2003	2004
Systems			By December 2003	Ongoing
Processes			By December 2003	Ongoing
Tools			By December 2003	Ongoing
Skilling			By July 2003	Ongoing

A Summary Action Plan and Allocation of Responsibilities

Component	Action	Parties Involved
Product Development: Systems	<p>Identify and implement key information technology systems</p> <p>Identify and implement integrated information technology systems</p> <p>Design and implement standard Information report and lodgment processes</p> <p>Design and implement standard output reports (strategic risk assessments, national projects, etc)</p>	<p>Jordan Customs:</p> <p>General Administrative Inspector and staff and relevant stakeholders</p> <p>Consultants</p>

Product Development: Analyst Tools	- Identify analyst tools to enhance ability to identify illegal activity (i2 databases, Analyst Notebook, Flowcharter, Audit Command Language, datamining, datamatching, etc)	Jordan Customs: General Administrative Inspector and staff and relevant stakeholders Consultants
Resources: Skilling	- Design and delivery analyst training and staff development - Design and deliver associated staff training packages (ethics, integrity, surveillance, security, legal issues, access, disclosure, networking, MOUs, Service level Agreements, International Mutual Assistance Agreements)	Jordan Customs: General Administrative Inspector and staff and relevant stakeholders Consultants
Resources: Equipment	Office, equipment, computers, supplies, transport, databases, etc - Carry out impact assessment and evaluation plan for each phase.	Jordan Customs: General Administrative Inspector and staff and relevant stakeholders Consultants

14 Project Manager

General Inspector

Abdul – Munim Khuliefat

15 Sign Offs

Director of Planning & Organization

Marwan Gharaibeh

His Excellency Director General of Customs

Appendix 1: Intelligence Capability Proposal (Jordan Customs)



The Hashemite Kingdom of Jordan

Ministry of Finance/Customs

To: His Excellency Director General

Date: 28/08/2002

**From: General Administrative Inspector and
Director of Planning & Organization**

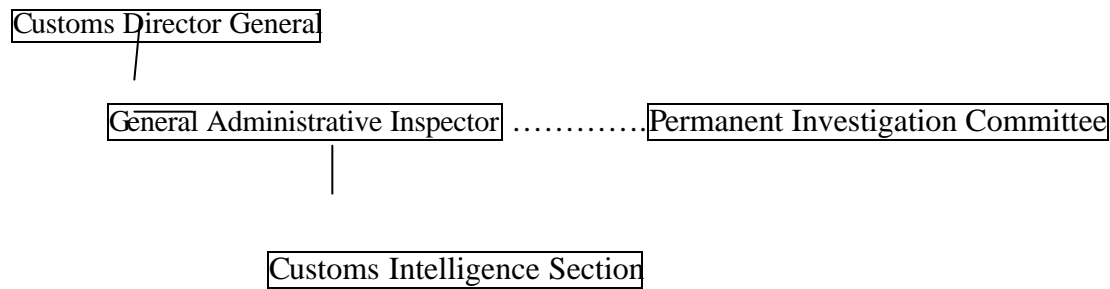
Subject: Establishment of Customs Intelligence Section

- As the role of the Customs Department has changed from levying customs duties/taxes to protecting the economic and social security as well as combating smuggling, and as risk management has become an essential element in the customs operation, it has become obvious that we must activate the work of customs intelligence.
- A Customs Intelligence Section may be established and be connected to the Director General through the General Administrative Inspector. This section may invest all the Department's possibilities regarding information, and make use of all external information sources (paragraph 5-d) of the attached study, in order to upgrade the efficiency of customs intelligence work in the Customs Department so as to deter corruption and combat smuggling.
- Please find attached a study showing how to establish the section and providing it with the necessary staff and equipment.
- Will your Excellency please have a look at this study and approve what has been mentioned therein, and instruct each of the Administrative Affairs Directorate and the Human Resources Directorate to supply the proposed staff and equipment.

Please accept your Excellency our highest consideration.

Marwan Gharaibeh

Abdul-Munem Khuleifat

Director of Planning & Organization**General Administrative Inspector****Figure No. (1) – Position of Section on the Organizational Structure of the Dept.****1. Mission of the Section:**

To upgrade the efficiency of customs intelligence work in the Customs Department so as to deter corruption and combat smuggling.

2. Tasks of the Section:

- Collect information from internal and external sources.
- Information analysis and processing.
- Pass the processed information (intelligence) to the concerned parties.
- Follow up the implementation with the concerned parties.
- Study the case and benefit from the results, and circulate it to the related parties.
- Manage the confidential sources (recruitment, follow up, motivate, ...)
- Submit reports.

3. Qualification of staff:

- First university degree
- Customs experience no less than 5 years
- Good command of English
- Computer efficiency and using the INTERNET
- Perfect in collecting and analyzing information (statistics and other)

- Ability to communicate

4. Number of staff: 4 officers + Head of Section

5. Requirements:

A. Supplies:

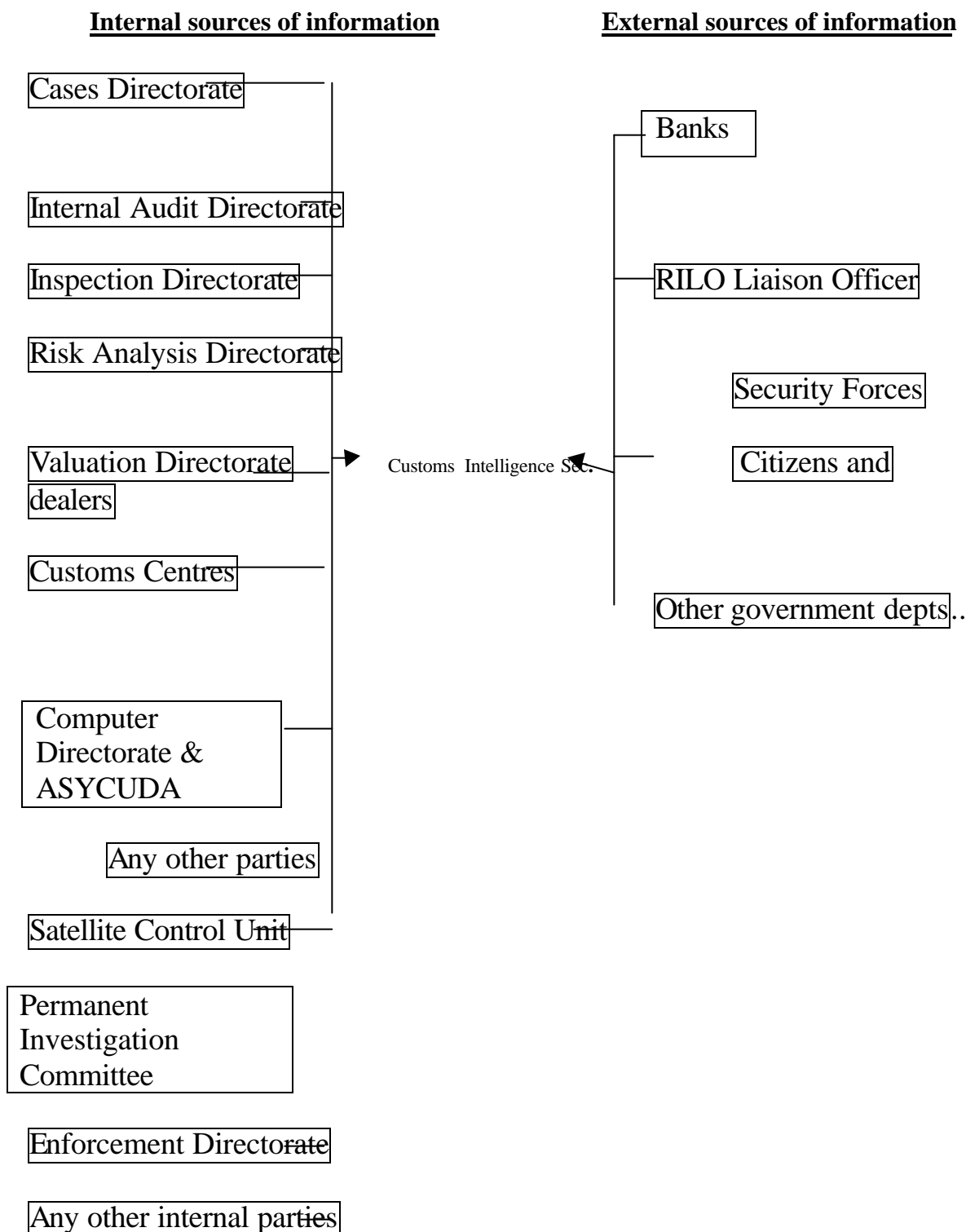
- 5 full multimedia PCs: one for the Inspector and 4 for the staff.
- One Server
- One international phone line at least + 4 normal lines
- One free line for receiving complaints
- One laser jet printer
- One scanner
- 5 mobiles
- an office for 4 officers
- Office supplies (cupboards, tables, chairs, and stationery)

B. Training

C. Means of transport (one car for the Section's operations)

Appendix 2: Information Sources (Jordan Customs)

D. Information sources:



18 Achievements and Future Scope of Work

- 1 Briefed AMIR on previous achievements and progress since October 2002
- 2 Briefed AMIR Centre of Excellence Program managers (Larry Milner and Andrew Kaiser) on commonality, relevance, integration and coordination
- 3 Briefed Project Implementation Plan on progress and developments
- 4 Conducted awareness session for Jordan Customs Intelligence management team:
 - a Provided proformas 'Information Report'
 - b Provided proformas 'Case Referral Form'
 - c Provided Intelligence Role Model Chart
 - d Provided Transitional Information Referral Guidelines
 - e Provided 'Referral Guidelines' (to be developed in Jordan)
 - f Provided 'Referral Procedures & Policy'
 - g Provided Jordan Intelligence Business Plan (to be refined)
 - h Provided Intelligence Course Introduction Powerpoint
 - I Provided Intelligence Theory Powerpoint
- 5 Briefed Jordan Customs Training Center on plans and integrated approaches
- 6 Conducted Intelligence briefing session for ASEZA Customs Executive
- 7 Conducted Intelligence briefing session for Aqaba National Customs
- 8 Examined Aqaba X-Ray facility on risk and targeting issues
- 9 Examined Aqaba Ferry terminal (Egypt passengers and cargo)
- 10 Examined Aqaba Port Authority on risk management issues
- 11 Examined Aqaba Container port on risk management issues
- 12 Examined Aqaba ASYCUDA system on risk and targeting issues
- 13 Conducted Intelligence awareness session for Jaber Customs (Syrian Border)
- 14 Examined Jaber Passenger X-ray facility on risk and targeting issues
- 15 Examined Jaber container X-Ray facility on risk and targeting issues
- 16 Examined Jaber ASYCUDA system on risk and targeting issues

Attachment 4: Planned Scope of Work Program:

1 ASEZA Customs (Aqaba)

- a Assist in establishment of an Intelligence Unit to provide intelligence at strategic, operational and tactical levels
- b Design, develop and deliver a module on Intelligence analysis
- c Deliver an Intelligence awareness session to Executive staff
- d provide a reference paper describing the principles and theoretical applications of Intelligence
- e Provide a report which benchmarks the present level of capability and provides recommendations on strategies to achieve best practice

Duration: 36 days (2 days travel and 34 days consultancy = 42 days total)

Other considerations:

Design and research in Australia

Three (3) week Intelligence analysis course (ASEZA and others)

Database design and development

Marketing Plan

Dates: Around 21 March 2003

Planned Scope of Work program:

2 National Customs (Amman)

- a Assist in establishment of an Intelligence Unit to provide intelligence at strategic, operational and tactical levels
- b Design, develop and deliver a module on Intelligence analysis
- c Deliver an Intelligence awareness session to Executive staff
- d provide a reference paper describing the principles and theoretical applications of Intelligence
- e Provide a report which benchmarks the present level of capability and provides recommendations on strategies to achieve best practice

Duration: 36 days (2 days travel and 34 days consultancy = 42 days total)

Other considerations:

Design and research in Australia

Three (3) week Intelligence analysis course (National Customs and others)

Database design and development

Marketing Plan

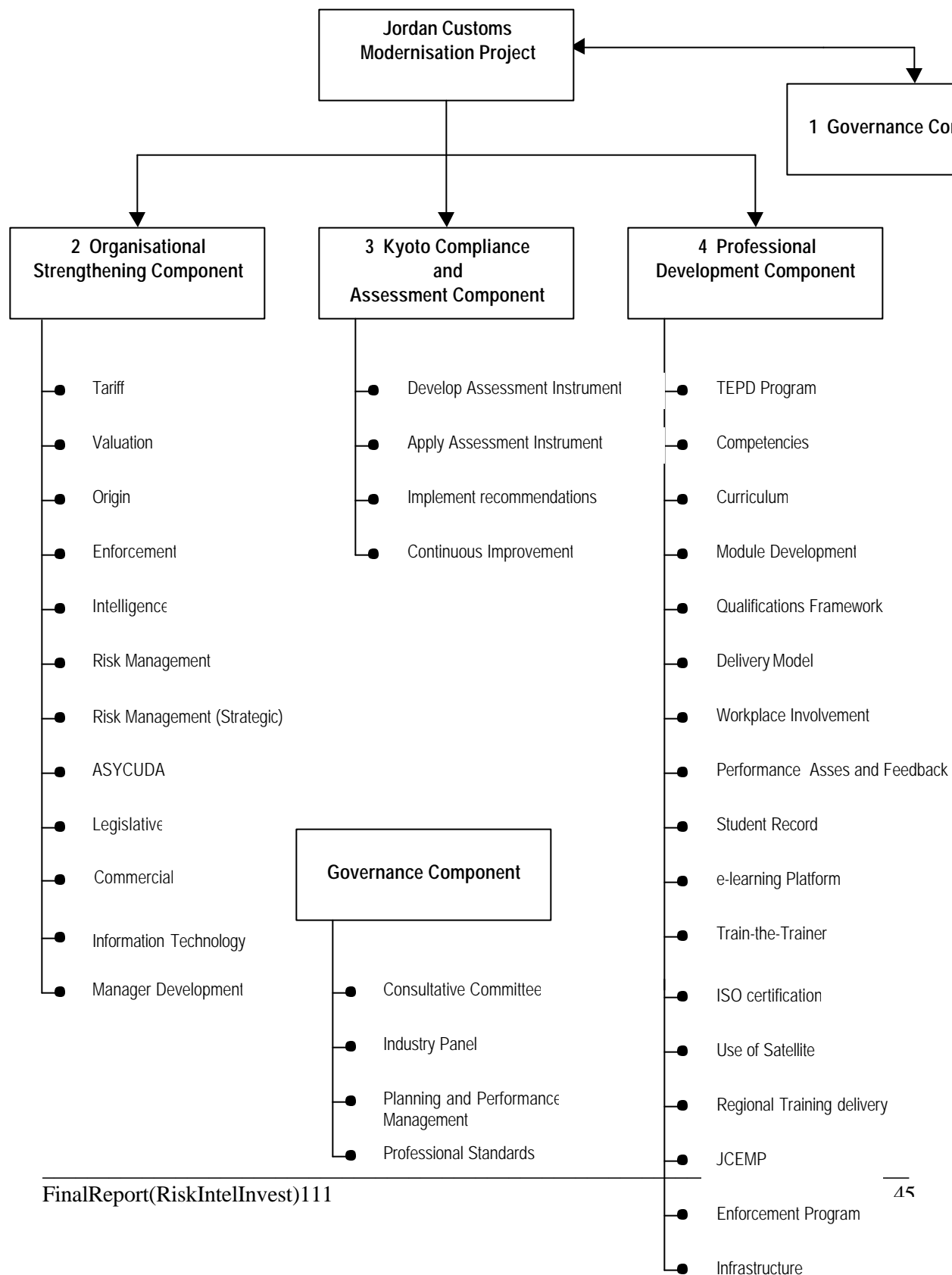
Dates: Around April/May 2003

3 Jordan Customs (National & ASEZA):

Develop capability

Introduce technological tools (Analyst Notebook, Audit Command Language, datamining, datamatching, Microsoft Access and Excel, etc)

The period July – December 2003 (and ongoing)



Attachment 5: AMIR II Jordan Customs Modernization Project Minutes

Project Implementation Team Meeting

Wednesday 8 January 2003

REPORT ON THE MEETING:

The following comments are made against the stated objectives of the meeting:

- 1 Ensured that Jordan Customs is fully involved with, and is satisfied with the emerging Customs Modernisation Project.

This was the second meeting of the PIT and there is a growing level of understanding amongst members of the project and its importance to Jordan Customs. This meeting advanced people's understanding further. The impending arrival of John Lewis and the formation of a detailed project plan will result in many more activities that will provide tangible evidence of the project.

The importance of the PIT was emphasised. It is necessary that the PIT provides a forum in which serious discussion about aspects of the project can be held and where the implementation of the project within the customs organisation can be facilitated. There was some discussion on the four stages of the project lifecycle, the five phases of project management and the nine functions of project management. This served to further explain the cycle of activities that will deliver the project outcomes.

A short exercise was conducted to identify the key risks that may impact on the project. This also served to demonstrate the formal approach needed to the planning of risk and its subsequent management.

- 2 Agreed the broad approach to the Jordan Customs Modernisation Project.

It was agreed that this forum (the PIT) will play a central role in the coordination and delivery of the project. To assist this, it was agreed that the project will be delivered using a project managed approach and to this end, a course will be conducted for PIT members and others on Project Management. Subsequently a one-day program on Microsoft Project

will be conducted. This will ensure a rigorous approach to the planning and implementation of the project.

- 3 Agreed on the method of managing the emerging projects.

As the project is currently defined, there are four key areas of activity that may be considered as “projects within projects”. They are Governance, Organisational Strengthening, Capability Building and Performance Measurement. A diagram illustrating the format was discussed briefly. It serves to give form to the project as it currently stands and the model will be further refined as the project planning continues.

- 4 Agreed on the importance of maintaining a focus and commitment to the project over the coming three years.

As the understanding of the project is enhanced and people become more aware of the objectives, purpose and method of delivery, it is likely that they will commit to the project and contribute to its successful outcome. The many opportunities for the Planning and Organisation Directorate to gain recognition for a job well done were identified. So too the importance of Jordan Customs to be regarded as a modern Customs Administration within the region was also discussed

- 5 Agreed on a process of communication so that all key stakeholders are kept fully informed;

The importance of making people aware of the project was discussed. The importance of regular contact between AMIR and Jordan Customs through this PIT was also discussed. Regular meetings between the two parties will be conducted and Lina Arafat will ensure the meetings are scheduled on a regular basis. A standard format for advising and for reporting the meetings will be used. A regular newsletter that will advise the broader Jordan Customs will be produced. This will be the responsibility of a person nominated from the PIT but with contributions coming from consultants and John Lewis.

- 6 Identified key counterparts for each of the experts.

In order that agreed initiatives that are part of this project be continued in the absence of the various technical experts, it was identified that counterparts need to be assigned to each expert. This has already occurred in the case of Intelligence but counterparts need to be identified in some other areas.

- 7 Planned a series of Strategic Planning workshops in January/February.

The PIT was advised of a series of strategic planning workshops to be held in the near future. The first one is to be held on 9 January and the topic is Intelligence Capability. One or two participants from the Strategic Management Course are expected to participate in the workshop in order to advance their skills in the area of strategic planning and strategic management. Another important workshop is to be held on Border Management.

- 8 Discussed the broad outcomes and objectives of the study tours;

Only brief attention was paid to this topic. It was emphasised the importance of ensuring the visits are well planned so as to enhance the learning that takes place. This in turn will enhance the project. A call was made for the circulation of reports from the recent study tour to Australia.

- 9 Agreed a series of actions to move the project forward.

ACTION PLAN – PREPARED 8 JANUARY

Ref	Action	Who	When
1	Conduct Project Management Course for PIT (Send course notes in advance for translation)	John Knott	During Next Input
2	Organise a one-day session on Microsoft Project 2002 at a time after the basic training	Marwan and John Knott	Estimated March
3	Develop a comprehensive Project Plan based upon the findings made by the visiting consultants	John Lewis and John Knott	Late January

4	Organise regular meetings between AMIR and PIT	Marwan and John Lewis	Immediate
5	Develop options for an organization structure for presentation at the next PIT meeting	John Howard and John Knott	19 th January
6	Prepare methodology for managing the project including use of structured meetings and action plans	John Knott	19 th January
7	Develop Draft Border Management framework for presentation to PIT	John Howard	19 th January
8	Promote concept of Risk Management Coordination Unit	John Knott in consultation with Head of Risk Management Directorate	During current visit
9	The PIT to receive and review reports prepared by consultants, by Customs managers, by AMIR etc	Lina Arafat	Ongoing
10	Develop a consistent approach to informing the broader Customs organization about the project (including newsletter). Identify a member of PIT to be responsible for Project Communication including the newsletter.	Marwan with assistance from John Lewis, John Knott	Ongoing
11	Identify counterparts for each key area of activity and for each expert.	PIT and John Lewis	Late January

Note: The actions outlined in this plan will be reported to the next PIT meeting by the person/s allocated responsibility for the action.

NEXT MEETING: 19 January

Attachment 6: AMIR II Jordan Customs Modernization Project**Project Newsletter**

This is the first of what is hoped to be a series of newsletters designed to provide officers and managers in Jordan Customs with a comprehensive understanding of the project.

This is important because the project will eventually impact upon everyone to some degree or another.

The project exists because the environment in which Customs must operate is in a state of continual change. One of the dominant issues for us all is to ensure Jordan is well positioned in the global trading community. This means for example that Customs procedures and processes must be as effective and efficient as we can make them. It is no longer acceptable that we act as a bureaucratic organisation – instead we must adopt a more service oriented approach to the way in which we undertake our responsibilities. It is expected that we will not unduly impede the flow of trade or people across our borders – if we do, tourists and traders will deal with countries that are able to do a better job in facilitating their Customs processes. It does not mean however that we simply allow all entries without proper consideration of risk. We still remain responsible for ensuring that all fees and taxes are collected, that there is minimal leakage of revenue, that there are controls on smuggling, currency violations etc. We have to become smarter and make better use of technology. Jordan Customs can expect to undergo major reform in the way it uses technology such as container X-Rays, IT, intelligence etc.

Another area the project intends to impact is that of training, education and professional development. Using a model developed at the Centre for Customs Studies at the University of Canberra, Australia, Jordan Customs is exploring ways that it can best train and educate its staff. This may involve for example the provision of a qualifications framework ranging from certificate for operational staff to Diploma, Advanced Diploma, Graduate Certificate, Graduate Diploma and Masters in Customs Administration for senior managers. The project will work closely with the Jordan Customs training directorate to produce a high quality program for staff at all levels. This will be designed

to enhance career development and to provide officers with the tools and techniques required to be effective in the dynamic world of Customs.

Jordan Customs is regarded by the World Customs Organisation (WCO) as the representative for all Customs administrations in the region. In order to set an example to other countries in the region, the project aims to reform Jordan Customs and make it into a modern, efficient organisation. There will be some who will reject this change. It is important that their views be considered and their concerns addressed. It is important however that reform is undertaken to ensure that Jordan takes its place in the world and for those who learn to be comfortable with change, the future is quite exciting.

More specific details of the project will be made available as the project plan is refined. In the meantime a number of consultants, most coming from Australia, have visited Jordan to assess various aspects of Jordan Customs' operations. The consultants are highly skilled and qualified with extensive Customs experience. They have commented on the friendliness and the sincerity of the people they have worked with in Jordan Customs and all are looking forward to their continued involvement with the project. Together with their Jordan Customs counterparts, the consultants are keen to assist in developing a best practice Customs administration for Jordan and you are encouraged to make contact with them either during their scheduled visits in Jordan or through their email when they are not in country.

The people

Some of you may have met Glenn Wood who was the Customs Expert on the AMIR team. He initiated the Customs component of the AMIR project and organised to bring a number of experts to review Jordan Customs. He has recently moved on to other projects and in his place, John Lewis will commence on 18 January. It will be his job to manage the project, in consultation with Mr Marwan Gharaibeh and his Project Implementation Team.

The experts who have visited Jordan Customs include:

John Knott	Co-ordinating the Australian experts, Training, and Risk Management.
Michael Krstic	Intelligence
John Howard	Border Management
Mark Harrison	Legislation
Alan Wilson	Systems and processes
Lubo Dvorsky	IT
Andrew Ford	IT
Bob Manning	Strategic Management Training
Phil Hoskin	Enforcement
Nicole Everingham	Tariff Training

The Jordan Customs Project Implementation Team is headed by Mr Marwan Gharaibeh and comprises the senior managers in the Planning and Organisation Directorate. This group has a major input into the project ensuring integration of the project activities with other projects and with the normal business of Customs.

In the near future a detailed project plan will be available. You may wish to review it and identify the areas of activity that may impact on your work. All significant change is going to be planned using maximum consultation with people such as yourself. It will also be managed to ensure that all stakeholders are able to play their part effectively in the reformed processes and procedures.

For further information on this project please contact Ms Lina Arafat by phone or by email on larafat@amir-jordan.org

Attachment 7: Module Outlines Submitted to Jordan Customs Training Center

Module Title:	Risk Management Awareness
Module Purpose:	To provide participants with a broad awareness of Risk Management so that they may use the methodology as a means of making choices about how they will manage situations in the workplace.
Duration:	4 hours
Learning Outcomes:	<p>At the conclusion of this module, participants will be able to:</p> <ul style="list-style-type: none"> • describe the Jordan Customs approach to Risk Management; • describe how Risk Management is used throughout Jordan Customs; • describe how they use Risk Management in their day-to-day work.
Participants:	All operational staff.
Module Title:	Risk Management
Module Purpose:	To provide participants with the skills and knowledge to enable them to apply Risk Management to planning and operational activity throughout Jordan Customs.
Duration:	2 days

Learning Outcomes:	<p>At the conclusion of this module, participants will be able to:</p> <ul style="list-style-type: none">• describe the Jordan Custom’s approach to Risk Management;• describe each step in the Risk Management methodology;• use Risk Management in planning operations within their work area;• guide others in the application of Risk Management in their day-to-day work.
Participants:	Team leaders, line managers, managers, directors etc
Module Title:	Project Management
Module Purpose:	To provide participants with the skills and knowledge to enable them to apply the Project Management methodology to Jordan Customs.
Duration:	3 days
Learning Outcomes:	<p>At the conclusion of this module, participants will be able to:</p> <ul style="list-style-type: none">• describe the Project Management methodology to be used throughout Jordan Customs;• describe each step in the Project Management methodology;• use Project Management in delivering certain workplace outcomes that lend themselves to management by the Project Management methodology;• manage projects;• guide others in the application of Project Management in their day-to-day work.

Participants:	The AMIR Project Implementation Team, team leaders, line managers, managers, directors etc
Module Title:	Intelligence Analyst
Module Purpose:	To provide participants with the skills and knowledge to enable them to analyse information and deliver high quality intelligence product.
Duration:	15 days
Learning Outcomes:	<p>At the conclusion of this module, participants will be able to:</p> <ul style="list-style-type: none">• describe the intelligence cycle and the intelligence management processes and procedures used in Jordan Customs;• receive, collate, validate and evaluate information;• use modern analysis tools to access a comprehensive database;• produce high quality intelligence product;• develop and maintain a professional relationship with clients;• develop and maintain networks with analysts in other law enforcement agencies.
Participants:	Officers selected for the role of analysts, a selected officer from key outposts etc

End of Report